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Message Text

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ACTION EUR-12

INFO OCT-01 NEA-10 ISO-00 EURE-00 SSO-00 NSCE-00
USIE-00 INRE-00 ERDA-05 CIAE-00 H-01 INR-07 IO-13
L-03 NSAE-00 OIC-02 OMB-01 PA-01 PM-04 PRS-01
SP-02 SS-15 TRSE-00 DODE-00 NSC-05 ACDA-07 CU-02
SCA-01 /093 W
----------128484 291802Z /44
O R 291250Z JUN 77
FM AMEMBASSY BELGRADE
TO SECSTATE WASHDC IMMEDIATE 1249
INFO AMEMBASSY ALGIERS
AMEMBASSY MOSCOW
AMEMBASSY CAIRO
AMEMBASSY DAMASCUS
AMEMBASSY RABAT
AMEMBASSY TUNIS
AMEMBASSY TEL AVIV
AMEMBASSY MADRID
AMEMBASSY PARIS
AMEMBASSY ROME
AMEMBASSY BONN
AMEMBASSY LONDON
AMEMBASSY VALLETTA
USMISSION NATO

C O N F I D E N T I A L SECTION 1 OF 2 BELGRADE 4372

FOR EUR/RPM, EUR/SOV
FROM USDEL CSCE

EO 11652: GDS
TAGS: CSCE
SUBJ: BELGRADE CSCE MEETING: MEDITERRANEAN ISSUE BECOMING MORE ACTIVE

REF: TEL AVIV 4549 (NOTAL), (B) BELGRADE 4157 (NOTAL),
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(C) STATE 139511 (NOTAL)

SUMMARY: THREE ITEMS OVER LAST SEVERAL DAYS INDICATE THAT MEDITERRANEAN ISSUE, WHICH THUS FAR HAS BEEN BY-PASSED IN INITIAL DEBATE OVER SHAPE OF AGENDA FOR MAIN BELGRADE MEETING, MAY BECOME MORE ACTIVE. YUGOSLAVS HAVE REPORTEDLY REFUSED VISAS TO TWO REPRESENTATIVES OF ISRAELI FOREIGN OFFICE WHO

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WISHED TO VISIT BELGRADE DURING PREPARATORY MEETING WHILE INDICATING THAT THERE WOULD BE NO DIFFICULTY WITH THEIR VISAS IN FALL. YUGOSLAVS HAVE ALSO CIRCULATED TO ALL DELEGATIONS ON BEHALF OF ALGERIA A NOTE IN WHICH ALGERIANS EXPRESS HOPE THAT THEY CAN PLAY A BIGGER ROLE AT BELGRADE MAIN MEETING. MALTESE AMBASSADOR HAS GIVEN US ON A CONFIDENTIAL BASIS COPY OF DRAFT INFORMAL WORKING PAPER ON MEDITERRANEAN (TEXT BY SEPTEL), PROPOSING ESTABLISHMENT OF PERMANENT MEDITERRANEAN COMMITTEE TO BE COMPOSED OF ALL LITTORAL STATES WHICH WOULD MAINTAIN CONTACT WITH U.S. AND SOVIET UNION AND WORK FOR REDUCTION OF FORCES IN MEDITERRANEAN. MALTESE AMBASSADOR SAID HE WISHED U.S. TO HAVE PAPER BECAUSE OF UPCOMING VISIT OF UNDER SECRETARY HABIB TO VALLETTA, BUT WAS NOT PLANNING TO DISTRIBUTE IT MORE WIDELY FOR TIME BEING. IN THIS TELEGRAM, WE PROVIDE OUR ANALYSIS OF PAPER AND RECOMMEND THAT WE BE AUTHORIZED TO CONVEY NEGATIVE VIEWS INFORMALLY TO MALTESE. END SUMMARY.

1. PRESS CARRIED REPORTS OVER WEEKEND THAT YUGOSLAVS HAD REJECTED VISA APPLICATIONS FROM TWO ISRAELI DIPLOMATS ON GROUNDS THAT THERE ARE NO DIPLOMATIC RELATIONS BETWEEN TWO COUNTRIES AND THAT CSCE PREPARATORY MEETING ENVISAGES NO ROLE FOR NON-PARTICIPATING MEDITERRANEAN STATES. YUGOSLAVS REPORTEDLY INDICATED CONFIDENTIAL

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AT SAME TIME THAT ISRAELIS WOULD RECEIVE VISAS IN FALL IF, AS EXPECTED, NON-ARTICIPATING MEDITERRANEAN STATES ARE INVITED TO MAKE CONTRIBUTIONS TO MAIN MEETING.

2. WE SOUGHT JUNE 27-28 TO CONFIRM REPORT WITH YUGOSLAV DELEGATION WHICH REPLIED THAT IT KNOWS NOTHING SINCE MATTER IS FOREIGN MINISTRY BUSINESS. WE WILL CONTINUE TO PRESS YUGOSLAV DEL FOR CONFIRMATION FOR RECORD, BUT WE DO NOT CONSIDER IT CREDIBLE THAT ACTION WAS TAKEN WITHOUT KNOWLEDGEE OF EAD OF DEL, AMB. PESIC.

3. YUGOSLAVS ARE PERHAPS SENSITIVE THAT THEY HAVE OPENED THEMSELVES UP TO CHARGE OF PARTIALITY BY CIRCULATING JUNE 28 NOTE FROM ALGERIAN FOREIGN OFFICE IN WHICH "ALGERIA EXPRESSES THE WISH TO BE GIVEN AN OPPORTUNITY OF CONTRIBUTING TO THE WORK OF THIS NEW STAGE OF THE CSCE". ALGERIANS EXPRESS HOPE THAT THEY CAN PLAY ENHANCED ROLE AT BELGRADE MAIN MEETING AND STATE: "IN PARTICULAR, CONDITIONS MORE APPROPRIATE TO AND IN CLOSER CONFORMITY WITH THE FRAMEWORK AND OBJECTIVES OUTLINED IN THE FINAL ACT WOULD ALLOW THE MEDITERRANEAN COUNTRIES, SUCH AS ALGERIA, TO MAKE A

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CONTRIBUTION WHICH WOULD BE LESS EPISODIC, MORE EFFE-
CTIVE, AND HENCE CONDUCIVE TO THE CONTINUING DEVELOP-
MENT OF THE WORK OF THE CSCE".

4. DRAFT INFORMAL WORKING PAPER ON MEDITERRANEAN
WHICH MALTESE REP (GAUCI) GAVE AMBASSADOR ON JUN 27
SETS OUT MAXIMALIST MALTESE POSITIONS INCLUDING:
ESTABLISHMENT BY MAIN BELGRADE MEETING THIS FALL OF

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C O N F I D E N T I A L SECTION 2 OF 2 BELGRADE 4372

C O R R E C T E D C O P Y-TEXT (PARA 6.A.)

PERMANENT COMMITTEE ON SECURITY AND COOPERATION IN
MEDITERRANEAN TO WHICH ALL MEDITERRANEAN LITTORAL
STATES BUT NON-MEDITERRANEAN CSCE STATES WOULD BELONG;
AND CREATION OF SMALL CONTACT GROUP WITHIN THIS PERMANENT

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COMMITTEE WHICH WOULD HOLD CONSULTATIONS WITH TWO SUPER
POWERS EVERY FEW MONTHS "AIMED AT THE REDUCTION OF FORCES
AND OTHER SECURITY ASPECTS."
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5. MALTESE PAPER IS GROUNDED ON PROPOSITIONS THAT "IN
THE MEDITERRANEAN THE SECURITY SITUATION SINCE 1975 HAS
ACTUALLY DETERIORATED," AND THAT "IT IS THE DUTY OF THE
REVIEW CONFERENCE IN BELGRADE TO TAKE STOCK OF THIS
SITUATION AND TO ADOPT REMEDIAL MEASURES." MALTESE
ENVISAGE THAT PERMANENT MEDITERRANEAN COMMITTEE, WHICH
THEY PKLUNTEER TO HOST IN VALETTA, WOULD ALSO COORDI-
NATE EFFORTS TO IMPROVE REGIONAL COOPERATION IN ALL
AREAS CITED IN HELSINKI FINAL ACT MEDITERRANEAN DOCU-
MENT AND WOULD ENCOURAGE PERIODIC MEETINGS BETWEEN
POLITICAL GROUPS "SUBSCRIBING LONG-TERM ASPIRATIONS OF
A UNITED AND PEACEFUL MEDITERRANEAN, FREE FROM TWO
SUPER-POWERS BUT MAINTAINING FRIENDLY RELATIONS WITH
BOTH."

6. MALTESE RATIONALE IN GIVING US THIS DRAFT, WHICH
THEY HAVE ASKED US TO KEEP TO OURSELVES (ALTHOUGH AT
LEAST ONE OTHER WESTERN DEL--ITALY--ALREADY HAS IT),
IS THAT MINTOFF MAY RAISE SUBJECT DURING VISIT TO
VALETTA BY UNDER SECRETARY HABIB. WE BELIEVE THAT WE
SHOULD LEAVE MALTESE IN NO DOUBT THAT WE CANNOT ACCEPT
MAJOR PROPOSITIONS IN IT AND ARE NOT PREPARED TO ENGAGE
IN PRIVATE NEGOTIATIONS ON ITS BASIS. QUESTION IS WHEN
WE SHOULD DO THIS. IF WE SPEAK TO MALTESE NOW, THIS
MIGHT ENCOURAGE THEM TO SEEK SUBSTANTIVE CONSIDERATION OF
THEIR PAPER DURING PREPARATORY MEETING WHICH WE WISH TO
KEEP TO TECHNICAL SUBJECTS. ON OTHER HAND, WE HAVE
PAPER, AND IF WE ADOPT TEMPORIZING POSITIONON IT,
MALTESE MAY INTERPRET THIS AS MEANING THAT WE WOULD HAVE
NO BASIC OBJECTIONS IF IT WERE TO BE INTRODUCED IN FALL.
ON BALANCE, WE BELIEVE IT PREFERABLE TO LET MALTESE KNOW
THAT WE CONSIDER IT NON-STARTER IN HOPE THAT THEY
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MAY THEMSELVES CUT IT BACK TO A MORE REASONABLE PRO-
PORTIONS BEFORE THEY GO FORMAL WITH IT. IF DEPARTMENT
CONCURS, WE SUGGEST THAT WE MAKE FOLLOWING POINTS
PRIVATELY TO MALTESE:
A. WE APPRECIATE BEING GIVEN OPPORTUNITY TO SEE PAPER
AT EARLY STAGE AND WILL, OF COURSE, STUDY IT CAREFULLY

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SHOULD MALTESE TABLE IT AT MAIN MEETING OR REQUEST OUR MORE FORMAL VIEWS.
B. WE SISH TO ENCOURAGE NON-PARTICIPATING MEDITERRANEAN STATES TO MAKE CONSTRUCTIVE CONTRIBUTION AT BELGRADE AS THEY DID AT GENEVA.
C. WE SO NOT BELIEVE THAT PAPER SHOULD BE DISCUSSED DURING PREPARATORY MEETING WHICH SHOULD CONCERN ITSELF WITH TECHNICAL MATTERS.
D. OUR INITIAL IMPRESSION, HOWEVER, IS THAT PAPER, AT LEAST IN ITS PRESENT FORM, WOULD NOT MAKE POSITIVE CONTRIBUTION TO MAIN BELGRADE MEETING.
E. WE DO NOT AGREE THAT MEDITERRANEAN SECURITY SITUATION HAS DETERIORATED IN LAST TWO YEARS. THERE ARE HOPEFUL EFFORTS UNDER WAY TO RESOLVE SERIOUS SECURITY PROBLEMS IN MEDITERRANEAN SUCH AS ARAB-ISRAELI DISPUTE AND CYPRUS. EXISTING CHANNELS, RATHER THAN CSCE, OFFER BEST WAY TO PROCEED ON SUCH MATTERS.
F. WE WOULD HAVE DIFFICULTY WITH ANY PROPOSAL TO CREATE PERMANENT, INSTITUTIONALIZED CSCE BODIES WITH OPEN-ENDED MANDATES OR WITH MEMBER SHP OTHER THAN THAT OF CSCE ITSELF. SUCH BODIES MIGHT MOVE CSCE PROCESS FASTER AND FARTHER THAN IS JUSTIFIED BY CSCE EXPERIENCE AND WOULD UNBALANCE CSCE PROCESS, WHICH IS, AFTER ALL, DIRECTED TOWARD SECURITY AND COOPERATION IN EUROPE.

7. WE WILL SEND FULL TEXTS OF ALGERIAN NOTE AND MALTESE DRAFT WORKING PAPER IN SEPTELS.
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